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CITY OF



BOSTON.

THIRD ANNUAL REPORT

OF THE

Board of Police Commissioners,

MAY 1, 1881.

POLICE COMMISSIONERS' OFFICE,
7 PEMBERTON SQUARE, May 1, 1881.

To the Honorable the City Council:—

In accordance with the provisions of the ordinance in relation to the Police Department, the Board of Police Commissioners have the honor to submit the following report of the doings of the department for the year ending April 30, 1881:—

Number of members of the department allowed by law, exclusive of clerks employed on licenses	756
Whole number of such members on duty, May 1, 1880	697
Number of officers discharged during the year	13
Number of officers resigned during the year,	6
died	7
retired on pension	3
—	29
	<hr/> 668

Number of officers appointed during the year	.	.	80
Number of clerks employed on licenses	.	.	4
Number of officers promoted to the rank of Captain during the year	.	.	3
Number of officers promoted to the rank of Lieutenant during the year	.	.	4
Number of officers promoted to the rank of Sergeant during the year	.	.	21
Whole number of officers promoted during the year	.	.	— 28
Whole number of officers reduced in rank during the year	.	.	1

On May 1, 1881, there were 752 members of the department on duty, as follows:—

At City Hall	.	.	.	.	.	.	38
1 Superintendent of Police.							
1 Deputy Superintendent of Police.							
1 Chief Inspector.							
6 Inspectors of Police.							
1 Inspector of Hackney-Carriage Licenses.							
1 Inspector of Wagon Licenses.							
1 Inspector of Intelligence Offices.							
1 Inspector of Pawnbrokers.							
1 Probation Officer, to attend cases in court.							
2 Lieutenants.							
1 Clerk to Superintendent.							
1 Sergeant (Property Clerk).							
2 Sergeants on clerical duty.							
1 Sergeant on special duty, street railway service.							
1 Sergeant on messenger service.							
1 Assistant to Inspectors of Carriage and Wagon Licenses.							
1 Assistant to Inspector of Pawnbrokers.							
1 Patrolman on special duty, to collect evidence on claims against the city.							
1 Patrolman, on special duty at Superintendent's office.							
7 Patrolmen in Inspectors' office.							
5 House Watchmen.							
At City Prison	.	.	.	.	.	.	4
1 Keeper of city lockups.							
2 Assistant keepers of city lockups.							
1 Steward of city lockup.							
At School Committee rooms	.	.	.	.	.	.	1
1 House Watchman.							
At Public Library	.	.	.	.	.	.	1
1 House Watchman.							
At Probate Office	.	.	.	.	.	.	2
2 House Watchmen							

At Liquor Storehouse	1
1 House Watchman, in charge of seized liquors.	
At Commissioners' office	1
1 Patrolman on messenger service.	

48

At Police Divisions, as follows : —

Number of Divisions.	Captains.	Lieutenants.	Sergeants.	Patrolmen.	Total.
1	1	2	3	45	51
2	1	2	3	59	65
3	1	2	3	46	52
4	1	2	3	72	78
5	1	2	3	58	64
6	1	2	3	43	49
7	1	2	3	30	36
8	1	2	3	20	26
9	1	2	3	36	42
10	1	2	3	39	45
11	1	2	3	23	29
12	1	2	3	23	29
13	1	2	3	28	34
14	1	2	3	18	24
15	1	2	3	37	43
16	1	2	3	12	18
Commissioners' office	1			15	16
Totals	16	33	48	604	701
Officers of rank on special service at Superintendent's office and elsewhere .					48
Total					749

BIRTHPLACE OF MEMBERS OF THE FORCE.

United States	594
England	6
Ireland	113
Scotland	2
Germany	6
Prussia	1
Canada	6
New Brunswick	9
Nova Scotia	12

Special Police Officers appointed	53
" Department " Police Officers (in the employ of the city in different departments) appointed	0
Railroad Police Officers appointed	67

*Statement of the Expenditures of the Department (exclusive
of liquor licenses), during the Year ending April 30, 1881.*

For pay of officers	\$779,286 03
fuel and gas for stations and City Prison	10,686 25
water and ice for " "	1,391 86
furniture and bedding for stations and City Prison	3,276 22
badges, buttons, wreaths, clubs, and belts, etc., etc.	2,105 65
printing and stationery, postage and telegraphing	6,172 31
care and cleaning of stations and City Prison	7,910 32
repairs of stations and City Prison	3,360 80
supplies and repairs of police steamer	2,638 47
care and repairs of police telegraph, lines and apparatus	2,300 98
keeping of 19 police horses, repairs of equipments and vehicles	7,292 27
purchase of 10 horses	2,275 00
flags and flag-staffs, ropes and stakes, etc., etc.	546 90
carting prisoners from stations to courts	4,241 70
feeding prisoners	998 29
medical attendance on sick and injured persons	2,120 65
horse and carriage hire	512 20
pursuit and detection of criminals	1,669 32
cloth for uniforms	4,004 17
pensions of retired officers	14,259 00
Total	\$857,048 39

Expenditures by months —

May, 1880	\$67,048 96
June, "	71,882 06
July, "	69,008 64
<i>Carried forward</i>	<i>\$207,939 66</i>

<i>Brought forward</i>	.	.	.	.	\$207,939 66
August, 1880	.	.	.	.	70,085 29
September, "	.	.	.	.	74,113 40
October, "	.	.	.	.	68,973 80
November, "	.	.	.	.	72,626 50
December, "	.	.	.	.	69,716 38
January, 1881	.	.	.	.	74,891 81
February, "	.	.	.	.	73,176 99
March, "	.	.	.	.	70,531 54
April, "	.	.	.	.	74,993 02
Total	.	.	.	.	<u>\$857,048 39</u>

There has been earned and collected by the department during the year the sum of \$30,694.01, which has been turned into the City Treasury, and credited as follows:—

To Police Department—

For all licenses (except for sale of liquor)	.	.	\$8,193 00
sale of unclaimed property, old junk, etc.	.	.	1,542 52
extra services of officers	.	.	8,474 49
			<u>\$18,210 01</u>

To School Department—

For dog licenses issued	.	.	.	12,484 00
				<u>\$30,694 01</u>

POLICE WORK DURING THE YEAR.

The following statements show the work performed by the Police Department during the year ending April 30, 1881:—

Number of arrests on warrants	.	.	.	4,141
Number of arrests without warrants	.	.	.	24,380
Number held for trial	.	.	.	23,638
Number discharged on examination	.	.	.	4,883
Number of males	.	.	.	23,275
Number of foreigners	.	.	.	15,864
Number of non-residents	.	.	.	7,511
Number of minors	.	.	.	4,084

Arrests by Police Divisions.

Division.	Male.	Female.	Total.
First	4,025	1,389	5,415
Second	1,008	100	1,108
Third	3,521	1,132	4,653
Fourth	3,673	976	4,649
Fifth	1,680	316	1,996
Sixth	1,539	274	1,813
Seventh	1,165	122	1,287
Eighth	1,507	239	1,746
Ninth	819	109	928
Tenth	1,403	234	1,637
Eleventh	316	24	340
Twelfth	405	56	461
Thirteenth	303	27	330
Fourteenth	282	20	302
Fifteenth	1,054	175	1,229
Sixteenth	87	1	88
Supt. office (Inspector's)	366	36	402
Commis. office (License Squad),	121	16	137
Total	23,275	5,246	28,521

Complaints on which Arrests were made.

Abduction	1
Accessory to embezzlement	1
Accessory to larceny	2
Adultery	45
Advertising a lottery	3
Arson	2
Assault and battery	2,315
Assault felonious	165
Assault indecent	16
Assault on an officer	17
Assuming to be an officer	2
Attempt to break and enter	7
Attempt to commit larceny	8
Attempt to defraud	3
Attempt to pass forged order	1
Attempt to pick pocket	21
Attempt to procure abortion	1
Attempt to rescue prisoner	30
Attempt to rob	2
Bail bond	1
Carried forward	2,643

<i>Brought forward</i>	2,643
Bastardy	7
Being present at unlawful game	20
Bigamy	1
Boarding vessel illegally	2
Breaking and entering	32
Burglary	7
Carrying concealed weapons	6
Common beggars	13
Common brawlers	25
Common drunkards	248
Compounding a felony	1
Concealing mortgaged property	10
Concealing stolen property	1
Conspiracy to defraud	1
Contempt of court	15
Cruelty to animals	40
Default warrant	47
Delirium tremens	11
Deserters	35
Detaining mariners' clothing	2
Disorderly	762
Disturbing a public meeting	20
Disturbing a public school	9
Disturbing the peace	274
Drunkenness	17,360
Embezzlement	82
Enticing a girl for prostitution	1
Escaped convicts	6
Evading car-fare	47
Fast driving	24
Forgery	33
Fornication	52
Fraud	60
Gambling	36
Gaming on the Lord's day	31
Having burglars' tools	4
Hotel swindlers	4
House-breaking	38
Idle and disorderly	147
Incendiaries	6
Indecent exposure	21
Insane	232
Keeping a disorderly house	23
Keeping a house of ill-fame	25
Keeping a lying-in hospital	2
<i>Carried forward</i>	22,466

<i>Brought forward</i>	22,466
Larceny, simple	1,743
Larceny, felonious	257
Lewd and lascivious cohabitation	13
Maintaining a lottery	2
Malicious mischief	344
Malicious trespass	18
Malpractice	1
Manslaughter	2
Mayhem	3
Murder	5
Nightwalking	112
Obstructing a horse railroad	1
Passing counterfeit money	4
Passing forged check	1
Peddling without license	6
Perjury	4
Picking pockets	23
Polygamy	5
Procuring abortion	1
Rape	11
Receiving stolen goods	42
Refusing duty as seaman	1
Refusing to assist officer	3
Refusing to support family	2
Rescuing a prisoner	3
Robbery	59
Runaways	65
Selling mortgaged goods	7
Shop breaking	192
Sodomy	3
Stealing a ride	33
Stubborn children	85
Suspicion of larceny	388
Suspicious persons	1,160
Threatening bodily harm	76
Tramps	5
Truancy	104
Vagrancy	177
Violation of bird law	1
Violation of City Ordinances	647
Violation of dog law	7
Violation of Harbor Regulations	4
Violation of health law	2
Violation of license law	106
Violation of railroad law	8
<i>Carried forward</i>	28,202

<i>Brought forward</i>	28,202
Violation of Sunday law	35
Violation of U. S. postal law	1
Violation of U. S. revenue law	4
Witnesses	279

Total	<u>28,521</u>
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Arrests Classified.

Offences against the person	20,221
Offences against property	4,116
Offences which cannot properly be classified under either of those heads	4,184

Total	<u>28,521</u>
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Nativity of Prisoners.

United States	12,920
Canada	1,773
Ireland	11,086
England	1,219
France	118
Germany	422
Italy	95
Portugal	29
Sweden	192
Scotland	463
Spain	18
Norway	50
Switzerland	10
Africa	7
Denmark	30
Wales	6
Belgium	11
Holland	3
Russia	26
Poland	3
Greece	3
Persia	1
Arabia	2
China	11
Japan	2
Australia	2
West Indies	16
Mexico	2
South America	1

Total	<u>28,521</u>
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MISCELLANEOUS BUSINESS.

Accidents reported	1,521
Buildings found open and secured	2,632
Dangerous buildings reported	35
Dangerous chimneys	31
Dead bodies found	85
Defective cesspools reported	129
Defective drains and vaults reported	304
Defective fire-alarms and clocks reported	45
Defective gas-pipes reported	39
Defective hydrants reported	38
Defective lamps reported	2,569
Defective streets and sidewalks reported	10,604
Defective water-pipes reported	97
Disturbances suppressed	5,641
Extra duties done by officers	12,497
Fire-alarms given	429
Fires extinguished without alarm	345
Intoxicated persons assisted home	1,164
Lost children restored	1,679
Rescued from drowning	33
Sick and injured persons assisted	715
Stray teams put up	286
Street obstructions removed	20,469
Water running to waste reported	252
Amount of property taken from prisoners and lodgers and restored to them	\$55,720 63
Amount of property reported stolen in the city	\$74,653 00
Amount of property recovered, which was stolen in and out of the city	\$75,727 94
Amount of fines imposed by the courts	\$53,919 00
Amount of imprisonment by the same	1,704 years
Number of days' attendance in court by officers	16,186
Amount of witness fees earned by them	\$16,957 26
Amount received for dog licenses issued	\$12,484 00

Hackney Carriage Licenses.

Whole number of licenses granted during the year,	803
“ “ transferred from one party or from one location to another	9
Whole number of licenses refused	8
“ “ cancelled	6

Whole number of applications received, investigated, and reported upon by the Inspector having charge of this department 826

Total amount of fees collected by him . . . \$803 00

Estimated value of property under charge of Inspector of Carriages : —

14 flagstaffs	\$3,200 00	
28 flags	1,605 00	
1 police tent	150 00	
140 wooden stakes	100 00	
20 iron "	40 00	
13 " chains	50 00	
2 top malls	6 00	
3 sledge hammers	6 00	
2,000 ft. loose rope	75 00	
2 crowbars	6 00	
	<hr/>	\$5,238 00

Wagon Licenses.

Whole number of licenses granted during the year,	3,347
" " transferred from one party or from one location to another . . .	9
Whole number of licenses cancelled	21

Whole number of applications received, investigated, and reported upon by the inspector having charge of this department 3,777

Total amount of fees collected by him . . . \$3,347 00

Number of complaints investigated 157

Pawnbroker's, Second-hand Dealer's, and Auctioneer's Licenses.

Number of licenses issued by the Police Commissioners between May 1, 1880, and May 1, 1881 : —

Pawnbroker's licenses	72
Second-hand articles licenses	235
Second-hand junk licenses	353
Second-hand clothing licenses	73
Auctioneer's licenses	118

Making the total number of licenses of these classes issued during the year 851

Total number of applications received, investigated, and reported upon by the inspector having charge of this department	919
Total amount of fees collected by him	\$2,258 00
Number of complaints against licensed places investigated by him	430
Amount of stolen property recovered by him,	\$4,201 62

Intelligence Office, Billiard, and Bowling Licenses.

The number of licenses issued by the Police Commissioners between May 1, 1880, and May 1, 1881, is as follows:—

Intelligence office licenses granted	84
“ “ “ transferred	13
“ “ “ revoked	0
“ “ “ cancelled	5
Billiard-table licenses granted	359
“ “ “ transferred	11
“ “ “ cancelled	6
Bowling-alley licenses granted	8
Whole number of licenses of these classes issued during the year	451
Total number of applications received, investigated, and reported upon by the inspector having charge of this department	486
Amount received for amusement and exhibition licenses	\$663 00
Total amount of fees collected by him	\$1,785 00
Amount received 51 record books, furnished by the city to Intelligence Office licensees	40 80
Number of complaints against Intelligence Offices investigated by the inspector during the year	58
Number of applications for amusement and exhibition licenses investigated and reported on	289
Number of applications for fish peddler's permits and grease collector's permits reported on by Police and referred to the Board of Health	165

SOUP.

Soup has been distributed as in years past under the supervision of the Police Department. The distribution began January 4, 1881, and ended March 16, 1881, the City Council having appropriated \$2,500 for the purpose.

Of this sum \$2,231.96 was expended, leaving a balance on hand of \$268.04. From the statistics below it will be seen that over 14,000 less meals were issued than during the years 1879 and 1880, and while the expense per meal was somewhat larger during the latter year, the money expended was \$235.53 less.

This saving was not effected by depriving any needy or deserving person of food, nor by any curtailment in its distribution in order to make a good showing on the side of economy.

It was distributed under precisely the same rules and with equal generosity as in previous years, but the demand was less imperative. The improvement in the financial condition of the community, and the general employment of all who desired to work, lessened the necessity for this public charity, and the increased care taken by the police to insure that none but those worthy received aid, diminished the demand for it, and enabled the department to fully carry out the distribution in the generous spirit in which provision for it was made, and at the same time to keep the expense within the limits of the appropriation.

The distribution was made from the following places:—

- 1st Division, 66 Cross street.
- 5th Division, 117 Dover street.
- 6th Division, 244 Fourth street.
- 7th Division, Police Station-house.
- 8th Division, Police Station-house.
- 9th Division, 11 Eustis street.
- 15th Division, 4 Chelsea street.

Statement of issue and expenses of "Soup for the Poor" 1881.

—Time of delivery, January 4, to March 16, inclusive, 72 days.

Gallons made	11,189
Families fed	16,254
Meals issued to families	74,346
“ “ to individuals	none
Total amount expended	\$2,231 96
Balance on hand	268 04
Total appropriation	<u>\$2,500 00</u>

Average cost per gallon	19.9 cents
“ “ meal	3.0 cents

ITEMS OF EXPENSES OF "SOUP FOR THE POOR" 1881.

4,498 lbs. beef at $2\frac{4}{10}$ cents	\$112 00
3,068 " mutton at $4\frac{1}{2}$ cents	138 06
575 " pork at $8\frac{1}{4}$ cents	47 44
3,774 " fish at 5 cents	188 70
165 $\frac{1}{2}$ bush. potatoes at 65 cents	107 62
37 $\frac{1}{2}$ " onions at \$1.50	56 25
25 $\frac{1}{4}$ " carrots at 50 cents	12 63
48 $\frac{3}{4}$ " turnips at 50 cents	24 38
2,552 lbs. bread at 5 cents, \$126.60; 16 barrels, \$4.00	130 60
6 bbls. flour at \$6.50	39 00
600 lbs. rice at $6\frac{1}{2}$ cents	39 00
84 " pepper at 18 cents	15 12
844 " salt at 1 cent	8 44
Milk	40 99
Fuel	135 70
Labor of 7 cooks, 74 days each, at \$1.50	777 00
Rent of rooms at Div. I., V., VI., IX., and XV.,	137 00
Carting supplies 72 days at 84 cents per day	60 48
Repairs of kettles and fitting up rooms	91 20
Sundries — carting kettles, soup, towels, etc., etc.	70 35
	<hr/>
	<u>\$2,231 96</u>

LODGERS.

Number lodged at station-houses	1,827
Number sent from stations to Hawkins-street Lodge	19,612
Males	21,059
Females	280
Americans	9,298
Foreigners	12,141
Non-residents	19,575
Minors	2,586

Nativity of Lodgers.

United States	9,211
Canada	2,139
Ireland	6,419
England	2,421
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<i>Carried forward</i>	20,190

<i>Brought forward</i>	20,190
France	190
Germany	266
Italy	23
Portugal	1
Sweden	96
Scotland	565
Spain	4
Norway	7
Switzerland	13
Africa	5
Denmark	24
Wales	14
Belgium	8
Russia	5
Poland	3
West Indies	23
Chili	2
Total	21,439

Lodgers at Chardon-street Home.

Lost children	160
Foundlings	29

Total number of lodgers at the several institutions
above named 21,628

The number of lodgers in the several institutions
during the year ending April 30, 1880, was . . . 26,856

Decrease during the year ending April 30, 1881 . . . 5,228

PROBATION OFFICER.

Capt. Edward H. Savage has performed the duties of probation officer during the year in his usual very satisfactory manner, and reports the work done by him as follows:—

Number of persons remaining on probation January 1, 1880	106
Number placed on probation during the year	418
Total	524
Number of cases disposed of during the year	376
“ “ remaining on probation December 31, 1880	148
Total	524

Number of persons that have done well and been discharged by court	253
Number of persons sent to their homes in the country	63
Number of persons sent to sea	9
Number of persons sent to charity homes	10
	<hr/>
Improved more or less	335
Number proved incorrigible and surrendered	38
“ left the city, whereabouts unknown	3
	<hr/>
Lost	41
Number of times in attendance at the Superior Court	108
Number of times in attendance at the Central Municipal Court	302
Number of times in attendance at the outer District Courts	83
Number of visits made to the city prison	348
“ “ to the homes of persons in care	574
“ “ at office by persons in care	614
Amount of bail furnished	\$43,305 00
Expenses in sending persons to their homes	40 94

Statement of dog licences issued at the several Police stations during the year ending April 30, 1881.

Divi-ion.	Males.	Females.	Total.	Amount received.
1.	142	33	175	\$449 00
2.	54	18	72	198 00
3.	263	61	324	831 00
4.	370	89	459	1,185 00
5.	413	79	492	1,221 00
6.	253	28	281	646 00
7.	279	32	311	718 00
8.	11	1	12	27 00
9.	446	46	492	1,122 00
10.	564	72	636	1,488 00
11.	542	51	593	1,339 00
12.	243	24	267	606 00
13.	461	39	500	1,117 00
14.	257	23	280	629 00
15.	319	54	373	908 00
16. . . . .	.....	.....	.....	.....
Total	4,617	650	5,267	\$12,484 00

HARBOR POLICE.

The Harbor Police still retains its anomalous position in the Police Department; the appointment of the captain in charge of it being made by the Mayor, while his salary is paid out of the police appropriation, and he reports to and is under the rules and regulations of the Board of Police Commissioners. It is very desirable that the recommendation made in the last report of this Board, which was fully endorsed by His Honor the Mayor in his last inaugural, be carried out.

The statistics below show only a portion of the work done by the Harbor Police during the past year. The steamer "Protector" has been constantly employed doing its own proper work, and also in duty for other departments, when for any reason the boats belonging to them have not been in use. The work of the Harbor Police increases from year to year as the city increases in size, and in the amount of business done within its limits. The development of the various railroad properties along the water front, involving a

corresponding development of the shipping interest, and the constantly growing tide of summer travel to and from the various seashore resorts, require careful supervision on the part of the police to insure public safety and good order. The Harbor Police has performed its various and arduous duties most satisfactorily and with hardly a complaint against it for any cause whatever.

The special duties performed by the Harbor Police during the year, as reported by Captain Goold, are as follows :—

Value of property, consisting of float-stages, boats, rigging, etc., recovered	\$1,726 00
Number of vessels boarded, from foreign parts,	1,165
Number of vessels ordered from the channel to the proper anchorage	1,709
Number of vessels moved from channel with steamer	—
Alarms of fire attended on water-front	182
Fires extinguished on board vessels (no alarm)	3
Boats challenged	1,448
Sick and injured persons assisted	5
Cases investigated	280
Dead bodies recovered	19
Rescued from drowning	8
Vessels ordered to cockbill yards	187
Vessels reported to City Physician	86

• Number of arrivals from foreign ports during the year :—

Steamers	542
Ships	22
Barques	392
Brigs	348
Schooners	1,981
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	3,285

Number of arrivals from domestic ports, vessels of all kinds	8,938
From the British Provinces	

Total, foreign and domestic ports	<hr/> 12,223
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The following table gives the statistics of crime in this city during the past ten years, — 1870–1880, inclusive :—

COMPARATIVE STATISTICS OF CRIME FOR TEN YEARS, 1871-1880, INCLUSIVE.

Year.	Estimated Population.	Arrests.	Females.	Minors.	Non residents.	Assaults.	Larcenies.	Drunks and Disorderly.		Night-walk.	Violation City Ordinance.	House-break- ing.	Robbery.	Burglary.	Arson.	Murder.	Property Stolen.	Property Recovered.	Fines Imposed.	Years Imprisonment.
								Arrested.	Helped Home.											
1871. . . .	265,000	25,201	5,073	4,501	5,568	1,806	1,372	18,080	1,918	105	401	18	68	14	1	8	\$60,018	\$71,151	\$60,370	1,131
1872. . . .	285,000	27,002	5,733	5,320	6,774	2,010	1,032	16,012	1,778	173	571	40	45	12	5	10	63,801	70,014	60,740	1,462
1873. . . .	300,000	27,845	5,077	5,225	6,140	2,256	1,014	10,810	1,022	128	470	27	50	11	0	12	78,225	68,220	70,042	1,733
1874. . . .	337,000	26,700	6,030	6,001	5,422	2,512	2,007	18,000	1,204	127	611	71	04	22	10	10	78,485	80,160	73,530	2,130
1875. . . .	312,000	30,445	6,087	5,102	6,532	2,037	2,120	16,045	703	317	631	47	71	13	0	15	63,100	100,821	102,500	2,118
1876. . . .	250,000	30,041	5,819	5,417	6,118	2,557	2,250	15,007	681	322	544	107	00	23	2	14	57,003	57,004	153,801	2,008
1877. . . .	305,000	26,083	5,020	4,916	5,100	2,481	2,347	14,373	720	200	204	90	50	16	0	0	70,940	58,308	80,037	2,001
1878. . . .	375,000	25,817	5,280	4,572	4,700	2,320	2,078	13,070	887	205	431	82	48	14	7	8	65,072	88,605	80,000	1,820
1879. . . .	355,000	24,507	4,008	3,783	5,850	2,012	1,782	14,207	1,204	184	640	03	40	10	2	0	63,002	67,650	63,787	1,600
1880. . . .	302,000	27,000	5,200	4,100	7,128	2,401	1,902	17,320	1,377	147	608	32	48	10	3	3	88,353	70,017	57,322	1,821

INSPECTORS.

As originally organized, the Central Detective Force consisted of one Chief Inspector and six Inspectors. It was found that this number of men was insufficient to properly perform the services required of the force. Within a radius of a mile from State street, Boston has seven large railroad depots, the termini of as many great avenues of ingress and egress to and from the city, which require constant watching to detect the large number of criminals of various classes, from the skilful bank robber to the pickpocket or panel thief, who are constantly coming to and leaving every large city. Especially is this the case on holidays, and at other times when our city is crowded by persons seeking recreation, but at all seasons a considerable number of men in citizen's dress are needed in our streets, particularly near our large moneyed institutions, and in our most frequented thoroughfares, in our places of amusement and elsewhere, for the protection of the public. For these duties are required not only keen, cool-headed men who are good judges of human nature, and are ready, when there is a public necessity, to fearlessly take responsibility, but also men who are generally conversant with the whole city, and with the criminals who come here for awhile for the purpose of plying their criminal vocations, or who permanently reside here. For these and other reasons it was deemed desirable to increase the force at the Inspector's office, and seven patrolmen selected as specially qualified for the position, several having been kept for a long time on special detective service by the commanding officers of the divisions to which they had been respectively attached, were detailed to act as assistants, and are now performing duty at the Superintendent's office under the immediate supervision of the Chief Inspector. This did not involve any extra expense to the city, as these men remain patrolmen.

They are practically in a training school, on probation, liable at any time, for sufficient reason, to be returned to duty as patrolmen at some station-house. They have the opportunity to show what aptitude they may have in this branch of police service, and, by faithful and efficient work, to strengthen their claims for promotion to higher grades as vacancies occur therein.

The duties of the Inspectors are of a most varied and difficult character, and require men of peculiar powers. Few men are by nature good detectives, and fewer still are fitted for all kinds of detective work. The idea so general, that every man is capable of doing everything is never proved to be more utterly baseless, than when applied to police work,

especially in its detective branch. The different grades and classes of crime necessitate that there should be, in every well-organized detective force, officers of varied qualifications, some good for one kind of work, and some for another; and that is the best force which can readily furnish active and trained officers capable of meeting any emergency. To this condition it has been the aim of the Board to bring our central detective force, and the results of its work show that it has been greatly improved in morale and efficiency.

A central detective force, independent of control by subordinate officers outside of it, has always been considered a necessity in cities of any considerable size the world over; and where the police organizations are of the highest rank, as in Paris and London, such a force is held of most importance, and is most carefully perfected. All police officers are, or should be, detectives to a greater or less extent, but patrolmen on their routes, and officers detailed for special detective work on subdivisions of any Police department, such as our police divisions, are necessarily circumscribed in their duties. While they should know all the suspicious places and people on, and all the criminals who frequent, their respective routes and divisions, they have little opportunity to know those on the routes and divisions of other officers, and criminals have only to change their haunts from one section of the city to another to be for awhile comparatively unknown and unmolested in a career of crime. On the other hand, a central detective force whose special work is to protect a whole city, can, by personal observations, by consultation with officers in all sections of it and with each other, and through the records of the whole police department to which it belongs, gain a very general knowledge of the whole territory under the jurisdiction of that department, and of the criminal classes coming to or sojourning therein. Moreover in cases where the utmost secrecy is required for the ferreting out of crime, it can be better secured by having the necessary work done by agents belonging to a smaller and separate organization than by members of a large one, like our police divisions, who live in closest intercourse by day and by night on the street and elsewhere, with the many officers attached thereto, and thereby becoming more quickly and easily known to the criminal classes of such divisions.

Of course jealousy must always exist where several men or sets of men are doing a work the successful results of which will redound to the credit of him who first succeeds in accomplishing it. But this is offset to a certain extent by the spirit of emulation which is aroused and the check it places upon any collusion between officers and criminals to

defeat the ends of justice. The allowing such jealousy to interfere in the slightest with the duty a police officer owes to the public, is an offence of the gravest character, and merits the severest punishment.

A central detective force is also needed to answer the continual request of the police authorities of other cities for aid to be given them in obtaining evidence of crime, in the arrest of criminals who have fled from their jurisdictions, and in other police work, which courtesy, the cause of justice, and the need of like favors being granted in return, demand shall be fully and promptly complied with. For these and other purposes, our own officers are continually being sent out of the State on duties often requiring an absence of days. Continually calling patrolmen at station-houses from their usual work would cause great confusion, while if there should be no central force, and the division officers on special duty should be used for general purposes, portions of the city might be left without detective supervision. Moreover, a body of men specially trained for such work, is far more competent for it, can be more promptly and easily handled, and, being attached to the central office, should become better known and inspire greater confidence abroad. While patrolmen on the several police divisions cannot be indiscriminately detailed for detective service, yet they should, as far as practicable, when they show special zeal in any case, or have been the first to give important information or aid in unearthing any crime, be allowed an opportunity for finishing any work begun by them, and should receive the credit for any success achieved. Care should be taken that no officer coming into a case at a late hour should carry off the credit belonging to another who laid out the ground beforehand, and opened the straight path to success. Justice in such matters, giving every man his due, will build up a spirit of proper rivalry among the officers in discharge of their duties, and thereby add to the efficiency of the department.

The following is the report of Captain Ham, Chief Inspector, of a portion of the work done during the year by the men under his charge; a larger part being of such a character as cannot be represented by statistics:—

Number of persons arrested, principally for felonies	372
Fugitives from justice from other states arrested and delivered to officers from those states	12
Criminals from other states on the Governor's requisition	10
Number of cases investigated	973

Number of days spent in court by officers	805
Amount of fees earned by officers	\$800 97
Amount of stolen property recovered	\$35,769 88
Amount of fines imposed by the court	\$1,137 00
Number of years of imprisonment imposed by courts	139 $\frac{3}{4}$ years

Among the most noted cases investigated are those of Mrs. Howe, of the Women's Bank; George W. Meserve, for forging deeds and mortgages; David Money, for murder; Charles J. Smith, for swindling Boston business men out of \$70,000; George W. Godey, for breaking into a large number of houses in Boston during the last five years, who is now serving out a sentence of twelve years in the State prison; also James Gleason and Charles Kitcherer, for burglary in Boston and vicinity, now serving out sentences of eleven and thirteen years in the State prison.

REGULATION OF STREET-CARS.

The regulation of the running of the horse-cars still remains in Sergeant Warren and the railroad squad of five men. How thoroughly and well their duties have been performed the public can itself judge by looking back through the year and seeing how many blockades of our streets have occurred. These duties are very arduous, covering as they do the whole net-work of railroads throughout the city, and it became necessary to increase the force employed by one man during the year, and a further increase is necessary. The men are especially directed to keep the cars in motion, allowing them to stop only long enough to take on and let off passengers, and to prevent the employes of one road from impeding or troubling those of another by slow driving or by any other means. Any refusal or neglect on the part of any such employes to promptly obey the orders of a policeman is immediately reported to this Board, and upon proof of the offence alleged the license of the offender is revoked. During the past year occasion for the infliction of this punishment has arisen less often than in any year previous. That this has not been owing to any laxity on the part of the police in enforcing good order is shown by the fact that never have there been fewer street-blockades or troubles of any kind arising out of the running of the horse-cars. It is due to the conductors and drivers of the cars to say that they have very generally lived up to the rules laid down for their government, while the cheerful coöperation of the authorities of the several roads has greatly aided us in our work.

The recommendations made last year by this Board, that legislation be asked for, as to notification to the Board of the residences of drivers and conductors, and changes therein; as to service of notices and change in the penalties to be inflicted for breach of the rules and regulations laid down for the running of horse-cars, are earnestly renewed.

STREET-RAILWAY LICENSES.

Number of street-railway licenses granted . . .	534
Number of street-railway licenses cancelled and sur-rendered	471
Number of street-railway licenses revoked . . .	12
“ “ “ renewed . . .	18
Total number of fees	\$133.50

PENSIONS.

During the year 3 pensioners have died, and 2 have been placed on the pension list, making the total number of pensioners, including Enos Wasgatt, who receives \$3.00 per day, and Samuel B. Ross, who receives \$1.50 per day, by special votes of the City Council, 40 necessitating an annual expenditure of \$15,512.50. The commission, as to pensions have followed out the principles laid down in its last report, and pensioned officers only in cases where there have been remarkably long and meritorious services, or where the person pensioned has been disabled by extraordinary causes out of the common line of his duty. It will be seen that the amount paid for pensions is quite large, and there now being no relief fund from which any of it can be drawn, it must be paid out of the general appropriation.

The pension roll now stands as follows : —

PENSIONED OFFICERS.

Name.	Position.	Age.	Years of Service.	Amount of Pension.	Date of Retirement.	Remarks.
Adams, James	Patrolman, Lieut., Sergt. .	64	30 years	\$303 00	Oct. 18, 1878.	Permanently incapacitated for duty.
Adams, Thomas H.	Patrolman	62	23 years	303 00	Oct. 18, 1878.	" " " "
Allen, Jonathan	Patrolman	68	24 years	305 00	Oct. 18, 1878.	" " " "
Bean, Russell T.	Patrolman	60	13 years	305 00	Oct. 18, 1878.	Disabled while in actual performance of duty.
Brennan, Dennis C.	Patrolman	63	17 years	305 00	Mar. 17, 1870.	Permanently incapacitated for duty.
Burter, John	Patrolman	60	15 years	305 00	Oct. 18, 1878.	" " " "
Cayon, Moses L.	Patrolman	70	30 years	305 00	Oct. 18, 1878.	" " " "
Chadbourne, William	Patrolman, Lieut., Capt. .	60	24 years	305 00	Oct. 18, 1878.	" " " "
Cobb, Hiram	Patrolman	60	22 years	305 00	Oct. 18, 1878.	" " " "
Cook, John L.	Patrolman, Sergt., Lieut. .	64	37 years	305 00	Oct. 18, 1878.	" " " "
Crocker, David P.	Patrolman	65	24 years	305 00	Oct. 18, 1878.	" " " "
Dunbar, Abraham M.	Patrolman	43	13 years	305 00	Oct. 18, 1878.	Disabled while in actual performance of duty.
Emerson, George	Patrolman and Sergt. . . .	67	18 years	305 00	Oct. 18, 1878.	Permanently incapacitated for duty.
Fitzgerald, William	Patrolman	60	15 years, 6 mos.	305 00	Oct. 18, 1878.	" " " "
Foster, Joshua	Patrolman	60	27 years	305 00	Oct. 18, 1878.	" " " "
Grove, Jonathan B.	Patrolman	67	20 years	305 00	Oct. 18, 1878.	" " " "
Harvey, John L.	Patrolman	73	43 years	305 00	Oct. 18, 1878.	" " " "
Hicks, William E.	Patrolman	67	22 years	305 00	Mar. 17, 1870.	" " " "
Hill, William H.	Patrolman	67	0 years	305 00	Oct. 18, 1870.	Disabled while in actual performance of duty.

PENSIONED OFFICERS. — *Continued.*

Name.	Position.	Age.	Years of Service.	Amount of Pension.	Date of Retirement.	Remarks.
Hunkler, John H.	Patrolman	66	28 years	365 00	Oct. 18, 1878.	Permanently incapacitated for duty.
Hurley, John	Patrolman	77	52 years	365 00	Oct. 18, 1878.	" " " "
Hutchins, Calvin	Patrolman	62	33 years	365 00	Oct. 18, 1878.	" " " "
Lewis, Stephen L.	Patrolman and Sergt.	50	10 years	365 00	Oct. 18, 1878.	" " " "
Lunt, Luther	Patrolman	69	24 years	365 00	Oct. 18, 1878.	" " " "
Marsh, Harrison	Patrolman and Lieut.	69	20 years	365 00	Oct. 18, 1878.	" " " "
Macdonald, Abel B.	Patrolman	47	20 years	365 00	Oct. 31, 1879.	" " " "
Moulton, James F.	Patrolman	54	17 years	365 00	Oct. 31, 1879.	" " " "
Ostrander, Albert	Patrolman	69	25 years	365 00	Oct. 18, 1878.	" " " "
Palme, Charles L.	Patrolman	62	17 years	365 00	Oct. 18, 1878.	" " " "
Palmer, Samuel	Patrolman	70	18 years	365 00	Mar. 17, 1879.	" " " "
Priddy, Thomas B.	Patrolman	67	31 years	365 00	Oct. 18, 1878.	" " " "
Robinson, Othman B.	Patrolman	64	10 years	365 00	Oct. 18, 1878.	" " " "
Sheld, Jedediah	Patrolman	62	22 years	365 00	Oct. 18, 1878.	" " " "
Savage, John L.	Patrolman	49	17 years	365 00	Oct. 31, 1879.	" " " "
Stickney, William W.	Patrolman	58	23 years	365 00	Oct. 31, 1879.	" " " "
Thompson, Lealah P.	Patrolman	59	29 years	365 00	Oct. 18, 1878.	" " " "
Wedge, John B.	Patrolman, Sergt., Lieut.	57	17 years	365 00	Oct. 18, 1878.	" " " "
Weeks, Charles C.	Patrolman	33	8 years	365 00	Oct. 18, 1878.	Disabled while in actual performance of duty.

Enos Waggoner, who received \$3.00 per day, by vote of City Council of 1898, disabled while in actual performance of duty.
 Samuel B. Rose, 1891, " " " " " "

SALE OF INTOXICATING LIQUORS.

The number of licenses granted between May 1, 1880, and May 1, 1881, is as follows:—

1st class, innholders, Class A	66
“ “ “ B	57
1st class, victuallers	1,142
2d class “	95
4th class, druggists	5
“ grocers	330
“ wholesale dealers, A	59
“ “ “ B	11
“ “ “ C	31
“ distillers	3
5th class, dealers	435
“ brewers A	10
“ “ B	6
6th class, druggists	194
Total number of licenses issued during the year	2,444
Total number of licenses issued during the year to persons to sell liquor to be drunk on the premises	1,360

Of this number 20 have been forfeited.

Leaving the total number of places authorized to sell liquor to be drunk on the premises	1,340
Total number of licenses issued during the year to persons to sell liquor not to be drunk on the premises	1,084

Of this number 16 have been forfeited.

Leaving the total number of places authorized to sell not to be drunk on the premises	1,068
Total number of liquor licenses forfeited	36
Number of places holding two licenses	53
Number of licenses not in use, the licensees having abandoned the business	252
Number of licenses transferred during the year from one place to another	141
Total number of licenses in force May 1, 1880	2,130
Total number of licensed places May 1, 1880	2,067
Number of complaints against unlicensed places,	90
Number of complaints for violation of the conditions of their licenses	92
Number of hearings called on complaints against licensees	92
Number of seizures made	90

Amount of liquors seized (galls.)	1,063
Arrests for selling without license	90
Amount paid into City Treasury for licenses and fees for the license year 80-81	\$260,838
Expenses on account of enforcement of license law (including pay-roll of police officers spe- cially detailed for the purpose and keeper of liquor storehouse)	\$25,047 66
Amount paid by the City of Boston to the State of Massachusetts, as by statute provided, for the year 1879-80	\$64,598 50

By the statistics herewith presented it will be seen that the number of arrests for drunkenness during the past year is larger than for the previous year, but about the average for the last five years. In face of this fact, the concurrent testimony of the members of the department is, that there has been but little, if any, increase of drunkenness in our midst.

There is nothing by which mere theorists are more easily or plausibly led astray than by statistics. To make up a sound judgment from them, it is necessary to know something how they are made up, the rules governing their compilations, and the facts involved in them. Take the matter of drunkenness, — the same rule of arrests may be applied year after year, yet it may at one time be construed very narrowly, at another very broadly, and the data furnished us at different times will prove of little value as a means of judging as to the comparative increase or decrease of drunkenness in a city, and the inferences drawn will be practically useless. One officer on a route may arrest every man, — even those but slightly under the influence of intoxicating drinks; while another, equally honest, may deem it best to give the law a liberal construction, and allow all but those very much intoxicated to go on their way. On precisely the same state of facts the arrests made by men may differ greatly as to number, and lead to very different conclusions.

The real question is, has drunkenness, on the whole, increased or decreased in the community? There is no better way of reaching a true answer than to take the opinion of the community, made up from what has come, from day to day, under the observation of the individual members thereof; for as drunkenness increases or decreases so must the number of drunken persons on our streets and other public places increase or decrease. Judging from this stand-point it may be simply said that intoxication has not become more frequent, compared with our population, than in years past, during the last year.

The increase of arrests during the past year for drunkenness does not prove an increase of the evil to exist. It was owing to several causes: the reduction of the fine for a first offence to one dollar, which rendered men more reckless than before, knowing that it would be generally easy to raise that small amount; to the prosperous condition of the community, which gave to all more money to expend in luxuries and in recreations of all kinds; and to the fact that, in order to improve the condition of the streets near our several railroad depots, most persons found to any extent under the influence of intoxicating drinks, were summarily arrested and committed to the various station-houses until that purpose was accomplished.

The screen law, so called, has been passed, and this Board proposes, and has ordered, that its provisions be enforced in a thorough, common-sense way. Whether it will have the good effects hoped for by its advocates remains to be seen. While it is claimed that the forcing people to drink openly will prevent many from drinking, from a sense of shame, it may also be claimed that public sensitiveness in this matter will become blunted; that any stigma against public drinking will be done away with; that liquor will be driven into basements and upper stories of buildings and other out-of-the-way places, and that a poor class of hard liquors will, from being more easily concealed, take the place of lighter beverages, such as lager beer and light wines. A fair trial of the law alone can settle the question.

There are several changes which could be made in the "Liquor Laws," so called, which would simplify matters and render them more effective. The utterly useless routine of compelling the Mayor to sign all the licenses issued by the Board, and which it is believed was the result of an oversight in those who drew up the law and ordinance establishing the Police Commission of Boston, should be abolished, as heretofore recommended by us, and the licenses should go forth signed by those granting them.

The Board also renews its recommendation that power be given it to grant licenses for the year beginning May 1, in the month of March and April previous. As the matter now stands no application for licenses can be acted on before May 1 of each year. The delay absolutely necessary for investigation in each case of the hundreds in which such application is made, and the new law regarding publication of applications, which entails a delay of ten days in each case after such publication and before any action can be taken, compels the Board to allow a violation of law for a longer or shorter period. The rule acted on has been to

permit parties who were licensed the year previous, whose licenses have not been revoked, and who have applied for a new license, to continue their business until final action is taken on their cases; while new applicants, or applicants for new places, are not allowed to open business until permission is granted so to do. This course seems the fairest for all persons, and in accordance with what justice demands, while at the same time it takes away from the Board much of its power in the premises. The old license, being no longer operative, cannot be revoked. The only punishment the Board can inflict is to refuse a new application. The refusal of such application entails no further penalty under the law, while a revocation prevents the licensee obtaining a new one for one year from the first day of May following the revocation.

Among the most noticeable evils attending the sale of intoxicating liquors are the selling on Sunday — after twelve o'clock at night — and to minors. This Board is unanimous in the determination that these must be abated. The members of the department have been so instructed, and assured that in the proper performance of their duties they will be upheld. The great difficulty, enhanced by the defects in the law itself, is that of procuring evidence necessary to convict offenders. Minors are prevented by their parents from testifying; good citizens, through indifference, or fear of appearing against violators of the law, their neighbors often, refuse to act as complainants or witnesses; while police officers quickly become so well known that few violations of law come under their personal observation. Moreover, there being no power in the Board to compel the attendance of unwilling witnesses, it is unable to obtain evidence in many cases where complaint is made.

These and other reasons render the conviction of offenders a work of difficulty. The Board, sitting as judges, cannot take from any one a vested interest, like a license, without proper and sufficient cause based on good evidence. It does not and cannot countenance the system which tempts men to commit offences in order to convict them, because it believes such a system is most demoralizing, and, in the end, productive of more harm than good. Such a system has lately been stamped as criminal by the law of New York.

The Board must take the law as the Legislature made it, and enforce its provisions as it understands them, and according to the adjudications of the courts thereon, and not attempt to make a law for itself. Those who criticise the action of the Board in the premises, should carefully consider whether some of the trouble they complain of is not in the

law itself rather than in those appointed to execute it. Should they find this to be the case, they should direct their efforts to effect a change in the law.

One great cause of difficulty in the enforcement of the Liquor Law is the provision making the possession of a victualler's or innholder's license a prerequisite to the obtaining a license for selling liquor to be drunk on the premises licensed. The term "victualler" is very broad in its meaning, including establishments where food can be procured, ranging all the way from first-class hotels to places where the poorest food is provided for the poorest people. The man who, in the smallest premises, has, in the language of the statute, "facilities for cooking," and provides food when called for, even though only cold lunch, can be called a victualler. His license compels him to be ready to furnish food at all times for strangers and travellers. This not only enables but forces him to keep his place of business open at all times. Under cover of this, the sale of intoxicating drinks after midnight and on Sundays is so blended with the legitimate business of victualling that it is often very difficult to detect an offence and punish the offenders, if they adopt the usual precautions to protect themselves. The law could be much simplified, and its observance rendered far more honest and general, by licensing the sale of liquors to be drunk on the licensed premises independent of any other business. If it be wrong to issue such licenses, then no cover of a victualler's license can make it right. There can be no greater sin in granting such a license by itself than in granting it with conditions, plausibly satisfying to any one seeking an excuse, but, practically and necessarily, as proven by experience, useless. If such licenses were granted, then it should be made imperative that all the places licensed should be closed promptly at twelve o'clock each night, so to remain until six o'clock next morning, and on Sundays—excepting in case of innholders. The fact of their being unlawfully open could not be easily concealed, and should be made a sufficient reason for the revocation of the licenses of the offenders.

The Board cordially indorses the opening of coffee-rooms, where that and other simple beverages can be obtained at a very low price. When one tea store can dispose of 2,500 cups of coffee in a single day, it proves that the need for it exists, and it must, to some extent, take the place of intoxicating liquors. If, with the sale of coffee, comfortable and pleasant rooms could be furnished where men and women might, if they desired, spend a social hour, and where games and amusements, harmless in themselves, might be indulged

in ; in fine, where pleasure should be made innocently attractive in the same way it is now made hurtfully so, much good might be effected. To young men and women especially, coming to the city from country homes where they have enjoyed social life to a greater or less extent, the isolation that meets them, the dreariness of their lodgings, where, too often, all that is pleasant, all that tends to elevate the mind, and sometimes all that is cleanly, is wanting, are great inducements for them, after a struggle it may be, to yield to vice clothed in forms most pleasing to the senses. The wonder is, under all the circumstances, not that so many fall, but that more do not. The practical turn our charities have taken in late years and the success they have heretofore achieved are worthy of great praise, and point the way in which more good can be done in the future.

STATION-HOUSES.

The several station-houses are, as a whole, in thoroughly good condition, so far as they can be so kept, taking into consideration the age and character of the older ones. That on Division No. 1 is the poorest of all ; and a decent regard for the health and comfort of the officers stationed there, and of the prisoners who from time to time are brought within it, demands that it should be abandoned, and a new and more commodious one erected. This should be placed on a side street, and would cost but little more than the money which could be realized from the sale of the present one, situated as it is on a great thoroughfare, and to alter and repair, which would be simply a waste of public money. A new one should not be allowed to stand on one of the main arteries of travel to offend the public ear and eye with what must be necessarily seen and heard in connection with a police-station, and the guilt and wretchedness which at times centre there.

The Board must again impress upon the City Council the absolute necessity existing for ampler accommodations for the Harbor Police. The 12 officers and men connected with this division, have one small room in which to do all the office work, to lounge, to sleep and dress. With our constantly increasing foreign trade, over 500 more vessels including 237 steamships having arrived in our harbor during the past year than the year before, it has been found necessary to increase the Harbor Police. This increase must continue as our foreign trade grows, or the valuable mercantile interests so essential to the prosperity of our city and

State must remain without proper police protection. If the plan recommended by this Board last year be carried out, Division No. 8 being abolished, its jurisdiction divided between Divisions No. 2 and 3, and its station-house be assigned to the Harbor Police, the latter would be properly and comfortably housed for years to come. This arrangement, would set at liberty the superior officers of Division No. 8, who could be assigned to a new division to be formed on the Back Bay territory, as advised in our report of last year.

The reasons which there appear for a new station-house near Chester Park and Commonwealth avenue, are to-day of stronger force than ever. The large number of buildings which have been during the year erected, and are now in process of erection on the Back Bay, shows that that territory will soon be covered by elegant residences and public buildings, which, with the pleasure-grounds thereon, will require careful supervision. An increased number of patrolmen in that locality will not cure existing evils. The present station-houses about it are too far away for effective service, and persons arrested must be carried to them for a long distance through avenues which are most public, and through a thickly populated district. A new station-house, as proposed, would remedy these troubles, and inspire a feeling of safety among a large resident population, which now does not exist. How strong the feeling is among those most interested, may be seen from a petition lately presented to this Board and forwarded to the City Council, which is signed by more than 300 well known residents of Boston, and represents over \$90,000,000 of property.

The trouble noted by the Board last year, of poor ventilation at the station-houses of Divisions No. 5 and No. 7, unfavorably affecting the health and comfort of the men belonging to those divisions, and the want of padded cells in fourteen out of our fifteen station-houses still exist, and call for immediate and thorough action.

During the year arrangements were effected with the Board of Fire Commissioners, by which several coils of rope, to be used in keeping the streets in the vicinity of fires clear so that the Fire Department may have room to do its work unimpeded by spectators, are carried to each fire, in the chemical engines and the protective wagons. Heretofore these ropes have been carried by officers on foot, from the station-house to the scene of the fire, and as the two places were a greater or less distance apart, more or less delay was necessarily experienced in clearing the streets. As the chemical engine and protective wagon are always early at all fires, the first

officer on the ground can now get necessary ropes to work with immediately.

It may here be said, that the Police and Fire Departments have during the year worked together in their several duties most harmoniously, with not a complaint from either against the other.

By an act of the last Legislature, the "City Prison," or "Tombs," and the appointment of the keepers thereof, was taken from the Mayor and vested in the Board of Police Commissioners, thus placing it under the police authority where it properly belongs, and which can exercise that supervision over it, absolutely necessary, which the Chief Executive cannot give. Rules practically the same as those governing station-houses have been made, and the next year will see a great improvement in the manner in which the prison is conducted and the care taken of the hundreds of guilty and unfortunate who yearly are confined within it. The appointment of a matron for the City Prison and several of the Central Station-Houses, recommended strongly last year by this Board, whose duty it will be to attend to the care and comfort of prisoners of her own sex, is a long step in the interest of decency and humanity.

The demand for officers for patrol and other services increases yearly. While in many instances such demands are not based on good reasons, in others it is well founded. The Board is well aware that many persons feel that every misdemeanor or annoyance, no matter how small, is something that the police is responsible for and should prevent; forgetting that they live in a large city where individual rights must often yield to the public good and convenience, and where the millennium they desire could not be obtained, as long as human nature remains as it is, even though policemen should be stationed on every street-corner. The present force is employed in the way best calculated to carry out interest for which it was intended. The men are stationed wherever in the best judgment of this Board they can do the most efficient service. It has been deemed wiser to limit the number of men detailed for the care of the Common and public squares to just sufficient to insure good order and decency than to increase that number by leaving our larger moneyed institutions and business establishments and the streets where people live unprotected. Better a little vandalism, which destroys a few flowers and sods, than that one individual should suffer in life or limb in our crowded thoroughfares, or a great robbery should bring ruin to many innocent sufferers. The simple question is, how large an expenditure the citizens are willing should be made for police service.

The parade of the force this year showed a marked improvement in the efficiency and discipline of the men, and the pride taken by many of those participating in it proved the existence of an *esprit de corps*, the foundation of efficiency in any organization. The old idea, that almost any one was fit to be a policeman, which resulted in a very prevalent belief that many of the policemen were worthy of little trust, has in practice been condemned by this Board, no men having been appointed who, physically or otherwise, were unfitted for the work, and whose personal character was not vouched for by respectable citizens, and passed the test of a thorough examination; such men soon learn to take pride in themselves and the position they occupy.

Military drill has been attended to during the year so far as has been necessary for police services; enough to enable the men to work effectively as a body in case a public disturbance requiring a large number to act together. The Police Department is essentially a semi-military department, and experience everywhere has proved that no better means can be devised to make it effective than by placing it as far as practicable under military system. The annual parade is a great benefit in various ways,—it shows to the tax-payers and law-abiding citizens for what their money is spent, and the power back of the law ready to protect their interest; thus inspiring within them a feeling of confidence and safety. To the dangerous classes and all ready or willing to violate the law it shows the force they must encounter in such violation. Neither of these in the daily seeing of officers here or there in the streets appreciate the force as a whole, or the power which can be readily summoned to protect innocence or punish or prevent wrong-doing further. Such a parade increases the pride of the men in their vocation, and their confidence in the aid they can summon in the faithful performance of their duty, no matter how dangerous. When such a parade occurs the city remains as well protected as at other times, every officer on special service, including clerks—who are patrolmen—being placed on street duty, great care being taken to leave no portion of the city uncovered, and increased vigilance on the part of officers and patrol being demanded.

In the report of last year the Board asked for an increase of 35 men, which number, by the testimony of all the principal officers of the department, each speaking from his own experience in the special work and locality assigned to him, was required to properly perform the duties which the Police Department is expected to see performed. A larger number was advised, but this was the minimum, just enough to cover

the existing police routes, none too many in number, several being altogether too long; the stationing of officers on street corners where most needed, to insure the safety of the public from accidents which might entail a liability of thousands of dollars to the city, and at our places of amusements. The City Council authorized an increase of 22 men, including 16 Sergeants, 13 short of the number asked for. The reasons given for such increase appear in a communication sent to the City Council by this Board, as copied below, and exist in greater force to-day than ever, and will become more urgent from year to year.

POLICE COMMISSIONERS' OFFICE,
BOSTON, Nov. 17, 1880.

To the Honorable the Mayor and City Council:—

Upon the matter of an increase of the police force, as recommended by the Board of Police Commissioners, now pending before the City Council, there seeming to be a misconception as to the grounds upon which such recommendation was made, the Board would hereby present the reasons therefor for the information of the Council:—

During the police year 1879-1880 various circumstances tended to show that the number of officers was too small to properly perform the duties of the department. In February last the officers commanding the several police divisions were asked to furnish to the commissioners in writing their opinion as to the minimum number of men required to perform the work of their respective divisions efficiently, and to what the force under their command should be increased or diminished, giving at length the reasons upon which such opinions might be based. This they did; and the result showed that fifty-five men more than were on that date on the force, and thirty-five (35) more than were then allowed by law, were needed to properly do the work of the department.

A digest of the opinions of the commanding officers of divisions, showing the principal grounds upon which the increase is asked for, is annexed hereto. [See p. 38.]

The fast-increasing extent of our public grounds requires more men than can now be put upon them, not only to preserve the public property intact, but also to insure decency within their limits. There is hardly one of them of any considerable size for which, during the past year, greater police care has not more than once been demanded by officials as well as others, and in one case by a vote of the City Council itself: while complaints have been continually made of violations of good order and decency within their boundaries. The citizens who live near, or who frequent them, are entitled to demand, and the good name of our city requires, that they be kept free from ribald talk and lewd or riotous conduct; that these "breathing-places" shall be so watched that persons of either sex and every age may enjoy them without molestation of any kind. No especial attention can be given them with the force now available.

There are at present fifteen patrolmen stationed permanently at the street junctions most crowded with travel, and the duty performed by them is a very arduous one, absolutely necessary for the protection of the public from accidents involving loss of life and injury to person or property, and entailing on the city vexatious lawsuits and heavy pecuniary damages. Several other places beside those now protected, such as the corner of Court and Hanover, Tremont and Hanover, Wash-

ington and Tremont streets, and Haymarket square, require the permanent presence of an officer, and no officer can be so placed without leaving some route uncovered.

Further, there should be men enough to keep several, other than the inspectors, in various localities, on duty in citizens' dress, to protect the public from violence and insult, especially in and about the various railroad depots, and the thoroughfares leading thereto. The disorderly and riotous men and boys who infest the streets can rarely be caught violating the law by an officer in uniform. A sight of it renders them quiet or disperses them; its disappearance leaves them unrestrained. During the last six months three assaults, at least, have been made by roughs upon innocent people going to one of our most important railroad stations; each happening while the officers were on other parts of their routes, no one of the offenders could be detected and punished.

The officers commanding divisions were unanimously of the opinion that sergeants for day duty were as much of a necessity as those for night duty. They were needed to patrol the divisions, watch the men on duty, and take the place of captains whenever they should be called away from the station-houses. At present a captain cannot go over his division without leaving the house in charge of a patrolman. Should these sergeants be appointed without an increase of the force, it would take sixteen men from the patrol force. While they would be patrolmen for the whole division to which they belonged, the number of patrolmen for routes could not safely be reduced.

Besides the men asked for by the several police divisions, the railroad squad should be increased by at least two men. A sergeant and four patrolmen now belonging to it cover the whole city, and are overworked. The freedom of our thoroughfares from blockades shows how well they do their duty.

During the last fifteen years the population and valuation of Boston have doubled, while its area has increased fivefold, and the grounds devoted to public purposes threefold. Meanwhile the number of the patrolmen for patrol duty has not doubled. See p. 39, in which appears only old Boston and the territory since annexed. In addition to this, the islands and waters of the harbor and mainland adjoining, not a part of the city, cover 14,000 acres in extent, are under the jurisdiction and require the constant care of the Boston police; and from year to year an increasing number of men. The water front of the city is nearly thirty miles in length, and should be nightly patrolled. To do this properly three boats are needed; one to cover the front of South Boston, one to cover the front of East Boston, and one to cover the front of the city proper, including Charlestown.

Further, during the last five years, the travel to the towns and summer resorts surrounding, and on the islands in the harbor, has increased to a vast extent. Thousands of people daily and nightly throng the numerous steamboats plying on the water, and their safety, convenience, and comfort, make demands upon the police force which cannot be refused; but which add greatly to the labor and responsibility devolving upon the department.

At least four more men are needed for the harbor police.

It should also be remembered that the extension of the areas of East Boston and South Boston, by the filling up of flats, and their occupation by railroad corporations and others for business purposes, has largely increased the area upon which valuable property is spread, and necessitates an increased force to protect it. South Boston Point has also become a favorite place of resort, especially during the summer months, for thousands daily, who cannot, for various reasons, seek rest and recreation in the country, and all the year round is the rendezvous of a large number of yachts, which, while adding to the attraction of the city, have as much claim to be protected as goods in warehouses.

At present the 614 patrolmen allowed by law are called upon to take care of 58 square miles of territory, of which nearly 37 square miles are main land and over 500 miles of streets. Taking into consideration the number of patrolmen employed on necessary special duty, such as the "Horse Railroad Squad," the "License Squad," the men stationed at street corners, and those doing duty on the "Harbor Division," there are only about 575 patrolmen for general patrol duty. Divided into three divisions, this force is compelled to take care of an average of about three miles of streets each. In many cases the routes are much shorter and in others longer, but this general statement gives some idea of the work which patrolmen have to perform. In comparing the Police Department of Boston with that of other cities of the country and Europe, it will be found that it will compare favorably with any of them, as to the number of officers to the square mile, to every thousand of population, to the valuation; especially when it is taken into consideration that to it are given many duties which in most cities are performed by other departments, such as the licensing the sale of intoxicating liquors, horse-railroad conductors and drivers, etc.

Of course, the increase of men asked for will necessitate an increased outlay; but for the remainder of the present fiscal year the greater portion of such outlay can be paid for out of the appropriation already made for the Police Department. Believing that the strictest integrity and economy should be observed in the disbursement of public moneys, the Board of Police Commissioners feel that it is their imperative duty to make known to the City Council what, in its opinion, the necessities of the city require, especially on matters involving the peace, comfort, property, and lives of our citizens, and the good order and reputation of our city.

Division 1. — Two (2) men needed. One man is needed to be permanently stationed on the corner of Hanover and Washington streets and one (1) on Haymarket square, to protect public travel. This cannot be done with the present force. There are now at the station fifty-three men and fifty-five is the minimum number needed to carry on the work. At present there is no man at the station-house to answer a sudden call for duty between 11 P.M. and 7 A.M., except the relief, who are sleeping. There should always be one (1) man for this duty.

Division 2. — There is one day route which is patrolled by officers of two adjoining routes, there being not men enough to cover it otherwise. Three crossings need men stationed at them the whole time, none being there now, — corner of Court and Hanover, Hanover and Washington, Devonshire and Dock square. The first part of every night an officer is needed to go from Howard to Winter street, along Tremont street, there being many complaints of disreputable characters blocking the sidewalks. There are now sixty-seven active men on the division. There should be an increase of five men. Then there would be from three to five less than when the reorganization of the police force took place.

Division 3. — Minimum number of men sixty-one; increase of ten needed; two patrolmen for Bowdoin square, one horseman, one man at the depots during the day, etc.

Division 4. — No increase.

Division 5. — Four men needed. The division now has seven men less than at the time of reorganization. Have had to consolidate two night routes and one day route with other routes already long enough. The territory west of Providence Depot requires an additional patrolman.

Division 6. — Four men needed. The making of Congress-street bridge and street across Boston wharf property renders the forming of one or two more routes necessary. This cannot be done with the present number of men.

Division 7. — Three men needed. Routes are too long, averaging 3½ miles each. ~~Breed's~~ Island needs a mounted man, at least during day time. Travel is greatly increasing there. An extra officer is greatly needed to patrol Meridian street the first part of the night.

Division 8. — None needed.

Division 9. — Two men needed. Two routes are without men, and have to be covered with men from other routes.

Division 10. — Six men needed. Three extra routes should be made; two for night, and one for day. The division is thickly settled, and some of the routes so long that an officer cannot patrol it more than twice during his tour of duty, and officers cannot get assistance from each other when needed. There are fourteen large breweries and many manufactories. Continual complaint of want of officers.

Division 11. — Three men needed. Large territory, 4,200 acres. Eight night routes, covered by seven men each; six day routes, covered by five men. Between Field's Corner and South Boston there is a very large population. The routes are so long the public are not properly protected.

Division 12. — Five men needed. Routes altogether too long; often one man being compelled to cover two. During summer and on Sundays, an officer needed in and about Independence square and Thomas park all day. A large increase of yachts and hotel property at Point require an extra force.

Division 13. — Two men needed. Two routes, covering two villages three miles apart, patrolled by one officer.

Division 14. — No increase needed.

Division 15. — Five men needed. Each patrolman has fifty acres of territory and three miles of streets to cover. There are five bridges within the territory. Four railroad crossings and five hundred trains passing every day. The Chelsea bridge, in and about the Lowell Railroad, requires a man. Men greatly needed on Charles-river and Warren bridges.

Division 16. — Four men needed. Not men enough to properly patrol harbor, to meet the increase of business occasioned by improvements made at East Boston and South Boston.

	Population.	Sq. Acres.	Valuation.	No. of Pat'l-men on Pat'l Duty.
1865 . .	192,324	4,636	\$371,892,775	296
1870 . .	250,526	12,050	584,089,460	371
1875 . .	341,919	23,661	793,961,895	560
1880 . .	364,000	23,661	639,089,200	614

Very respectfully,

HENRY WALKER,
Chairman.

In conclusion the Board must express its great satisfaction in the condition of the force, and its growing efficiency. To this end as a general thing officers and men have cheerfully labored, and to their hearty coöperation and efforts is due that to-day Boston has a Police Department which will rank with any in the country, and in which it can take pride.

HENRY WALKER,
EDWARD J. JONES,
THOMAS J. GARGAN, } Police Commissioners.

